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ABSTRACT

This report is an evaluation of public library service in Utah from 1990 to 2000. The introduction summarizes findings; a map of public library jurisdictions is included. The report contains sections the following sections: (1) Utah's Population; (2) Circulation and Interlibrary Loan; (3) Holdings and Subscriptions; (4) Library Staff; (5) Income and Expenditures; (6) and New or Expanded Buildings. Each section contains a narrative highlighting trends and chart(s) of data for the 10-year period. (MES)

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Utah Public Library Service: A Decade of Growth 1990 ~ 2000

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Utah Public Library Service: A Decade of Growth 1990 ~ 2000

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Utah's Public Libraries: An Anachronism or a Growth Industry?

Ten to fifteen years ago checking out books to patrons was considered the major service of a public library, or at least the major service as perceived by the public at large. Nowadays that circulation of library materials extends to videos, CD's, books on tape, computer software, artwork, and a myriad of other items too numerous to mention.

Public library service has also expanded. Not only does a library check out, or circulate, materials, it sponsors programs, both for children and adults; it connects its patrons to the World Wide Web; it offers reference service to people needing information; it provides meeting space for community groups; it designs outreach programs for senior citizens and daycare centers; it provides homework help for children and teens; and so forth. In other words, the public library is a major community resource and a source of community pride.

Over the past ten years, Utah has seen a tremendous growth in its public libraries. A big catalyst was the establishment of *The Upgrade Process* and the public library development grants. *The Upgrade Process* created a set of minimum standards for public libraries in Utah. Meeting those standards was, and is, required of any public library in the state that strives to receive a public library development grant or to be eligible for federal money that is disbursed by the State Library Division.

Although *The Upgrade Process* was adopted in March 1987, many of the standards were phased in over the next five years, including formal library training for the library director. As the directors attended the Utah Public Library Institute For Training (UPLIFT) each summer, they returned to their libraries and instituted changes and improvements, based on what they had learned. As they improved their library services and collections, they noticed an increase in library usage and in library support, both from the public and from their elected officials.

The Internet, with all its ramifications, was the next big challenge to the libraries. Many people have stated that the Internet signaled the demise of the public library. However, Utah's libraries have continued to grow, with the Internet just being one more service offered. In 1992 the State Library Division and public library community created the Utah Library Network and started a pilot project to connect eight public libraries throughout Utah to the Internet. That project has expanded until all public library jurisdictions in Utah with a fixed site library have public access to the Internet. Only the seven jurisdictions that are served solely by a bookmobile do not have public Internet access.

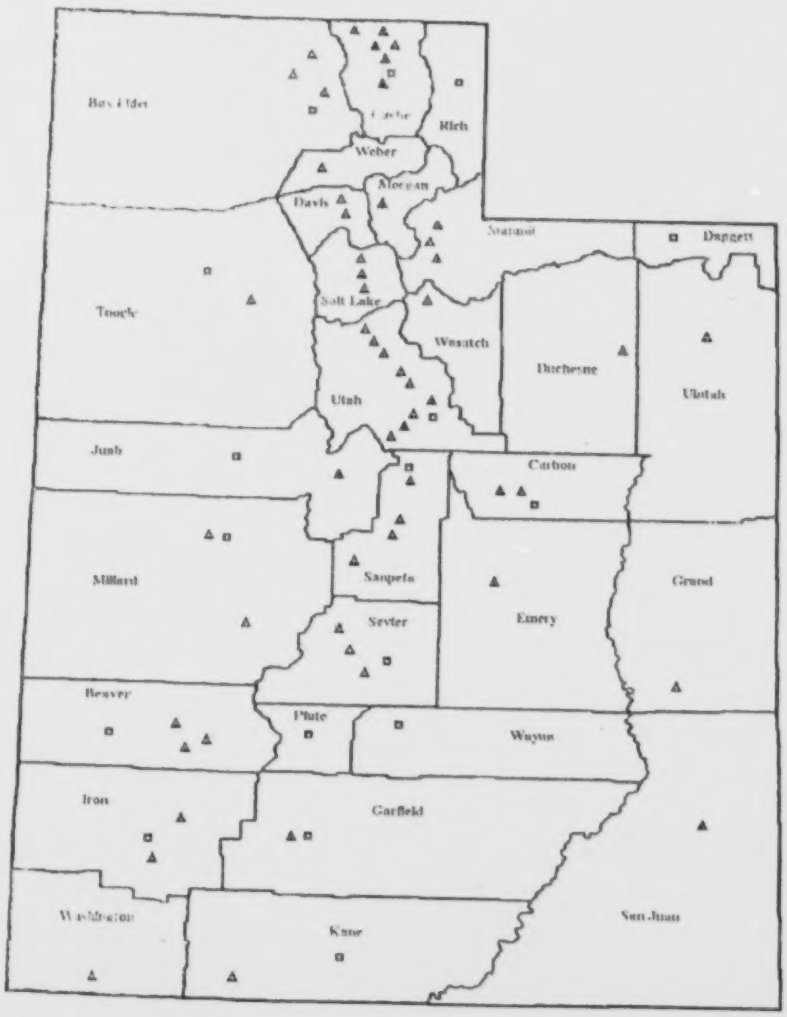
The current major challenge to Utah's public libraries is the condition of their facilities. The State Library Division, assisted by an advisory committee, a team of consultants, and with the cooperation of the Utah public library community, has addressed this need through a formal, two-year study, the *21st Century Library Needs Assessment*. The study projects a progressively growing demand for public library services even greater than the growth of the state's population.

Significantly, the study's descriptions and evaluation of current library facilities document important deficiencies. The majority (64%) of Utah's public library buildings are more than a decade old, predating the creation of the Internet. Accordingly, these libraries lack adequate space for computer workstations, to say nothing of adequate wiring to support Internet services. Other common facility problems include lack of space for staff work areas and public meeting rooms, ADA inaccessibility, energy inefficiency, and life safety problems, including seismic instability and asbestos. The potential demands on local governments to meet these public service needs are great.

Along with looking at the state as a whole, the study also grouped Utah's counties in three categories: the Wasatch Front, high growth areas, and rural counties. The following map indicates the location of these groups.

The charts and narratives, which follow the map, indicate that Utah's public libraries are a growth industry, that they have continued to grow steadily over the past ten years, and they show no signs of slowing down.

Public Libraries in Utah



Utah's Public Libraries

- Public Library Jurisdictions
- County Bookmobile Library Jurisdictions

Regions of the State

- Wasatch Front
- High growth areas
- Rural areas

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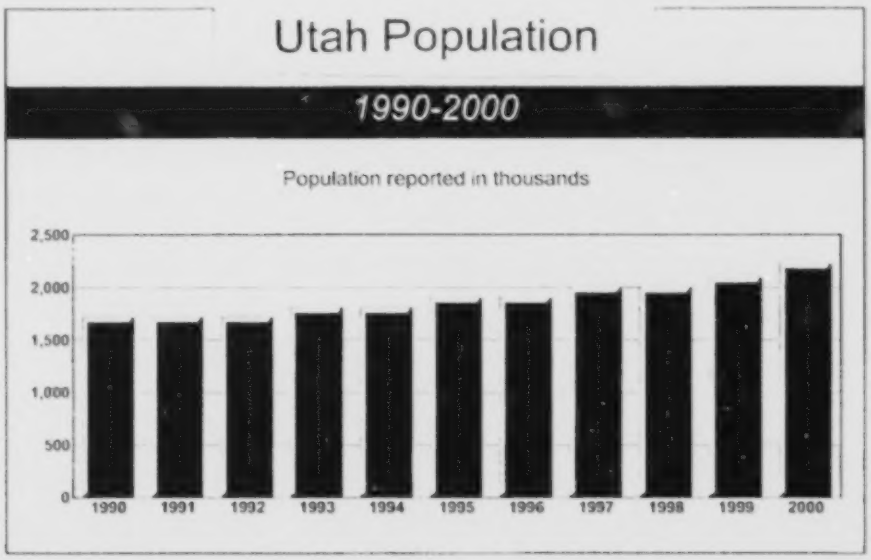
Utah's Population

Population is an important number to consider when making comparisons between libraries or between years. Many times growth in population can account for an increase in library usage. Therefore, per capita data are widely used to show true increases or decreases. Per capita refers to an average figure for each person in the population group. It is determined by dividing the aggregate figure (such as circulation or expenditures) by the population.



Population figures are based on the ten-year census and biannual estimates from the United States Census Bureau. Comparison of the 1990 and 2000 census indicate a population growth in Utah from 1,722,850 to 2,233,169, or a 29.6% increase over ten years.

The Wasatch Front libraries showed a 27.4% increase, while the high growth areas rose by 48.9%, and the rural areas by 24.1%.

Circulation and Interlibrary Loan

Circulation

Circulation figures reflect the number of items that were checked out to patrons during the course of a year. Circulation per capita is determined by dividing the yearly circulation by the population. This gives a more consistent figure to use in comparisons from year to year.

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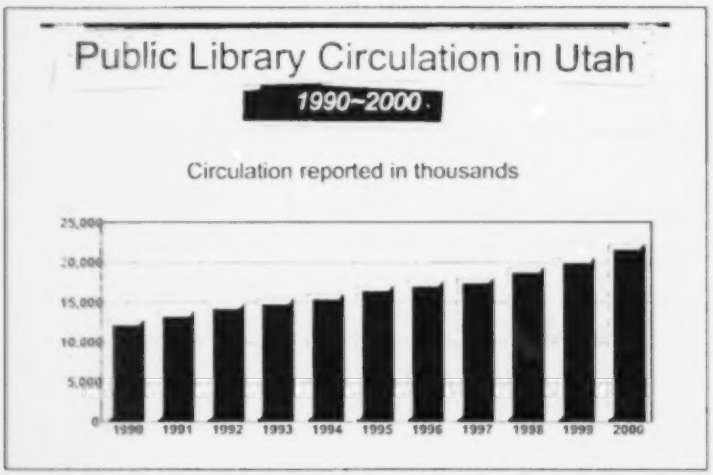
Some factors that may influence circulation are:

- Fluctuation in population
- Age, condition and breadth of individual library collections
- Individual library circulation and acquisitions policies, loan period, fines
- Library hours of service – number of hours and schedule
- Room (or lack thereof) for expansion of the collection

Circulation, accompanied by Circulation Per Capita, is one measure of the people's use of the state's public libraries. However, it is only one measure. Library usage is not limited to checking out books and other materials.



Between 1990 and 2000 Wasatch Front libraries increased their circulation by 83.3%, high growth areas by 49.1%, and rural areas by 38.4%. The statewide increase was 73.3%.

Circulation per capita shows a different pattern. Wasatch Front libraries moved from 7.2 items per person checked out during the year to 10.3 items (or 43.1% increase). High growth areas stayed consistent at 8.9 items, while rural areas dropped drastically from 18.1 to 9.0 items (or a decrease of 50.3%). Statewide circulation per capita increased from 7.5 to 10.0 (33.9%). The rural per capita drop can be attributed, in part, to two factors: 1) a moderate change in small numbers can result in a large percentage increase or decrease, and 2) more accurate statistics are being received from the rural libraries with the advent of automated circulation systems.

Interlibrary Loan

Interlibrary loan reflects resource sharing between libraries. When a library does not have the material requested by a patron, the library can borrow it from another library and then check it out to their patron. Libraries report both the number of items they borrow from

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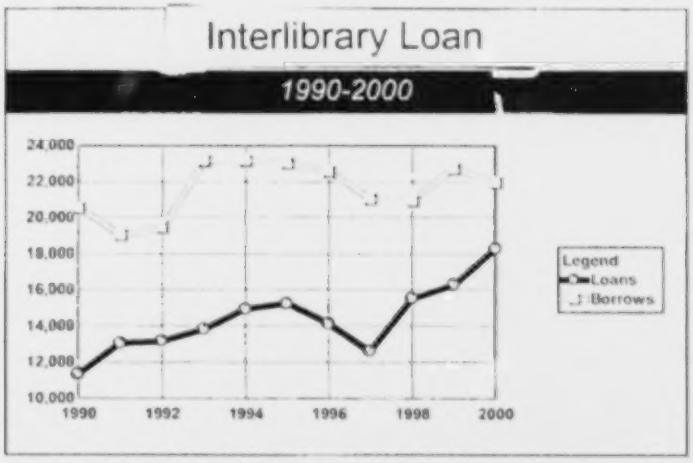
other libraries and the number of items they lend (provide to) other libraries. These figures include out of state traffic.

Some factors that may influence interlibrary loan statistics are:

- Age, condition and breadth of an individual library's collection
- Community awareness of the service
- Cooperation with other libraries
- Access to a library's catalog from a remote location

Borrowing between libraries for patrons is another service of the library. A high count indicates good cooperation between libraries and efficient resource sharing. High borrowing and low lending may denote an inadequate collection. It may also indicate that the library's catalog is not easily available to other libraries.



Between 1990 and 2000 Wasatch Front libraries showed a 57.7% increase in items loaned and a 10.3% increase in the number borrowed. High growth areas showed a 36.2% increase in loans and 16.4% increase in borrows. Rural areas increased 967.5% in items loaned (from 77 to 822 – small numbers again) and stayed about even in number borrowed. Statewide loans were up 61.1% and items borrowed were up 6.9%.

Holdings and Subscriptions

Holdings

Holdings report the amount of materials (books and other formats) available to the library's community for checkout or use only in the building.

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Some factors that may influence the number of holdings are:

- Size of an individual library's collection development budget
- Individual library collection development and weeding policies
- Amount of space available for shelving

Holdings and Holdings Per Capita are indicators of the amount of material available to the library public. However, these measures alone do not indicate the appropriateness or quality of the collections. The measures should be interpreted in connection with other measures, such as Circulation and Turnover Rate. Turnover rate is figured by dividing Circulation by Holdings. This indicates, on average, the number of times each item in the collection was checked out during the course of the year.

Between 1990 and 2000 Wasatch Front library holdings increased by 44.3%, high growth areas by 36.9% and rural areas by 22.2%. Statewide holdings increased by 38.6%. Statewide turnover rate increased from 2.8 to 3.5 over the ten-year period, Wasatch Front from 3.2 to 4.0, high growth areas from 3.0 to 3.3, and rural areas from 1.5 to 1.7.

Subscriptions

The number of subscriptions to magazines, newspapers, and other periodicals in print format has also continued to climb, despite the online databases available through Public *PIONEER*.

Statewide, public libraries showed a 64.2% increase in subscriptions over the ten years, with the Wasatch Front registering a 77.9% increase, high growth areas a 57.3% increase and rural areas a 7.8% increase. This is on top of the nearly one million titles available through fourteen electronic statewide databases on Public *PIONEER*.

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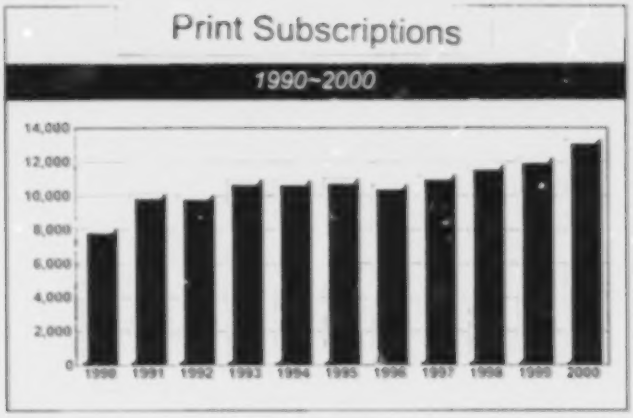


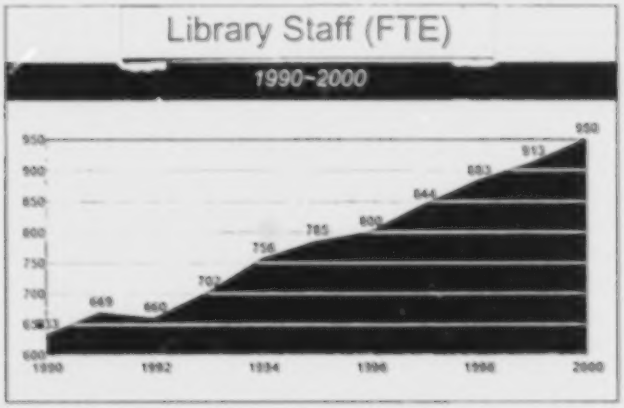
Library Staff

For comparative purposes Staff statistics are reported as FTEs (full-time equivalents). One FTE is 40 hours per week; 0.75 FTE is 30 hours per week, and so forth.

Some factors that may influence the size of a library's staff are:

- Number of hours an individual library is open during the week
- Number of staff needed for administrative tasks
- Population of the library jurisdiction
- Amount of special library programming, such as story hours, homework help, reference, literacy programs, public Internet, and training

As with many of the other raw measures, total FTE Staff figures tell only part of the story. FTE Staff per 1,000 Population and Circulation per FTE Staff give a truer picture of actual workload per FTE staff member.



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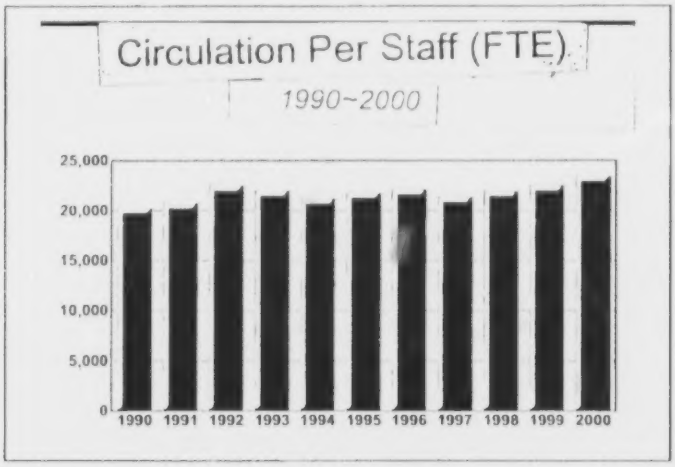
Statewide, from 1990 to 2000 total staff increased from 633.4 FTE employees to 949.8 FTE (an increase of 50%). While Staff per 1,000 Population increased from 0.37 FTE to 0.43 FTE, and Circulation per FTE Staff went up from 20,320 to 23,478 (a 15.5% increase in workload for each FTE employee).



Wasatch Front increased 45.6% in total staff and 25.8% in workload. High growth areas showed a 87.1% growth in staff and a 20.3% decrease in workload. Rural areas reported a 47% increase in staff and stayed about even on workload.

Income and Expenditures

Income

Income is reported by source of income: local government (including service contracts with other local governments), other local sources (fines and fees, gifts and endowments), state government grants, and federal government grants.

Some factors that may influence income are:

- Overall economic conditions
- Changes in the tax base of local government
- Demands on local government for all public services in general and library service specifically
- Political climate
- Community perception of the importance and value of library services
- Changes in the availability of state and federal grants

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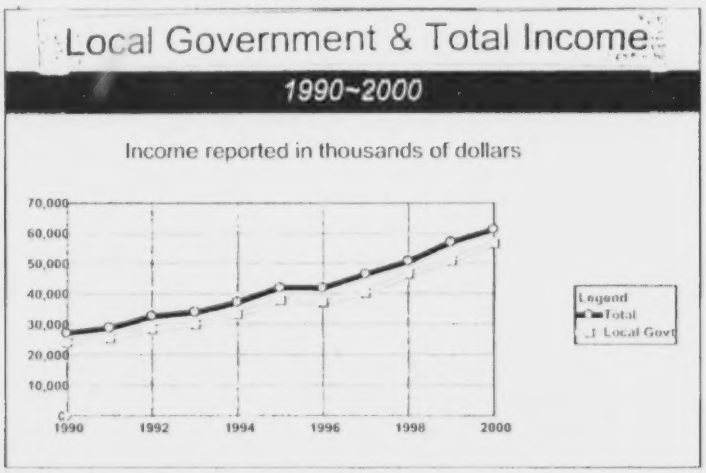
In 1990, 89.5% of revenue came from local government, 5.9% from other local sources, 2.5% from state government, and 2.1% from the federal government. The 2000 mix showed a big increase in the local government percentage, 92.6%, a slight drop in other local funds to 5.2%, and a larger drop in state and federal grants, to 1.6% and 0.6%, respectively.

Actual dollar amounts show a 133.8% increase in local government revenues, 99.3% increase from other local sources, 48.2% increase from the state, and a 30.4% decline in federal money. Total income over the ten-year period increased 126.2%.



The Wasatch Front showed a 131.7% increase in local government funds and a 123.8% increase overall. High growth areas increased 204.4% in local government revenue, a whopping 649.2% jump in other local sources, and 200.9% increase in total revenues. Rural areas saw a 95.0% rise in local government support and an 85.3% increase overall.

Operating Expenditures

Operating expenditures are used for comparison purposes as capital outlay can fluctuate wildly from year to year. Basically, operating expenditures are those expenditures necessary for the day to day running of a library, including replacement of worn or outmoded furniture and equipment.

Some factors that may influence operating expenditures and budget distribution are:

- Income received and its attendant factors
- Number of hours an individual library is open
- An individual library's collection development policy
- Items, such as maintenance, insurance, or legal support, that may be in the city or county budget, not the library budget

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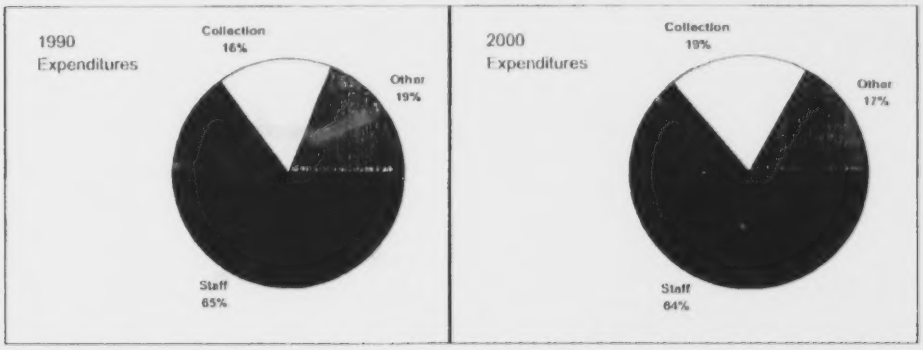
The general categories of expenditures are: staff expenditures (salaries, wages, and benefits), collection expenditures (purchase of materials for public use, both print and electronic), and other operating expenditures (plant operations, furniture, equipment, Internet and other electronic access, and miscellaneous expenses).

Operating Expenditure Categories



The percentage being spent on each of the three major categories has stayed fairly consistent over the years. The statewide and Wasatch Front percentages showed a shift from staff and other operating expenditures to collection development, while the high growth and rural areas show a greater percentage going into staff.

Categories of Expenditures						
Libraries	1990			2000		
	Staff	Collection	Other	Staff	Collection	Other
Statewide	65%	16%	19%	64%	19%	17%
Wasatch Front	66%	15%	19%	64%	20%	16%
High Growth	64%	16%	20%	65%	15%	20%
Rural	63%	20%	17%	66%	16%	18%

Operating expenditures is another area where it is important to look at expenditures per capita, as well as total operating expenditures. Statewide total operating expenditures increased 120.7% over the ten years, from $24,597,110 to $54,289,017. However, looking at a lower increase (70.3%) in expenditures per capita (from $14.28 to $24.31) shows that part of the increase is due to population growth.

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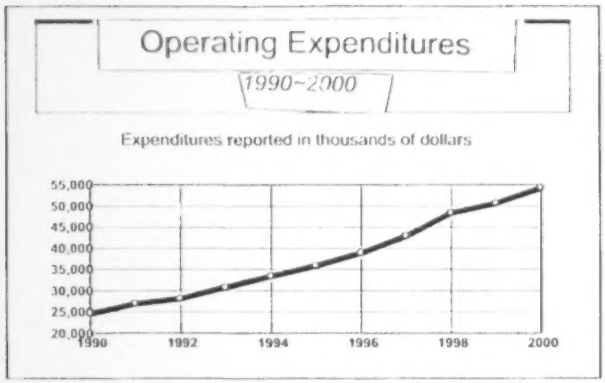

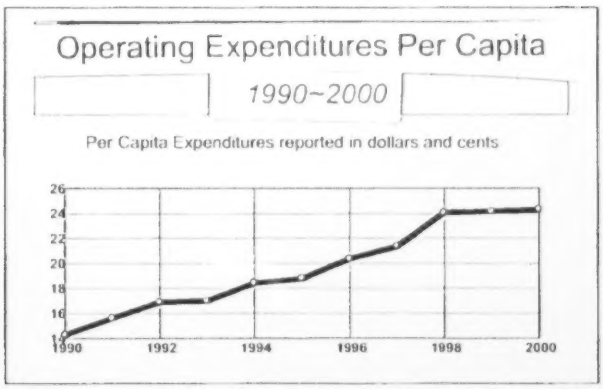

Wasatch Front showed a total gain of 119.0% and a per capita gain of 71.7% ($15.24 to $26.16). High growth areas total increase was 163.2%, with a per capita increase of 76.8% ($10.05 to $17.77). Rural areas had the smallest percentage growth, with total operating expenditures increasing 97.1% and per capita expenditures increasing 58.8% ($11.95 to $19.98).

Such an increase in the budgets of Utah's libraries points to a high degree of support among its citizens and elected officials, another indication of the growth in Utah's libraries.

New or Expanded Buildings

In the past ten years 29 out of 70 library jurisdictions in Utah have constructed a new library, renovated and moved into an existing building at a new location, or renovated and expanded their existing building. The 21st Century Library Needs Assessment study indicates that much of that renovation is now inadequate, and some of the libraries, built as recently as eight to ten years ago, are no longer adequate for their community needs.

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New or Expanded Buildings 1990-2000

New Construction	Renovate/New Location	Renovate/Current Location
1990 Park Library (Salt Lake Co.) Elmo Branch (Emery Co.)	**1992** Minersville Public Library	**1990** Sprague Branch (Salt Lake City)
1991 South Salt Lake Library (Salt Lake Co.) Sandy Library (Salt Lake Co.)	**1993** Park City Library	**1991** American Fork City Library
1992 Murray Public Library	**1994** Garfield Co./Panguitch City Library Summit Branch (Summit Co.)	**1992** Milford Public Library Uintah Co. Library Lewiston Public Library Provo City Library
1995 Hunter Library (Salt Lake Co.) Ogden Valley Branch (Weber Co.)	**1996** Utah Co. Bookmobile Library	**1993** Riverton Library (Salt Lake Co.)
1996 Day-Riverside Branch (Salt Lake City) Tooele Co. Bookmobile Library Cache Co. Bookmobile Library	**1997** North Logan Public Library	**1994** Salina Public Library
1997 Enterprise Branch (Washington Co.) Draper Library (Salt Lake Co.)	**1999** Stansbury Park Branch, (Tooele Co.)	**1995** Orem Public Library
1998 Morgan Co. Library Bingham Creek Library (Salt Lake Co.)		**1996** Beaver Public Library Springville Public Library
1999 Iron Co. Bookmobile Library Kanab City Library Riverton Library (Salt Lake Co.)		**1998** Spanish Fork Public Library
2000 North Logan Public Library American Fork City Library Tooele City Public Library		**2000** Delta City Library South Branch (Davis Co.)

All in all, the numbers show a strong library presence in Utah, with continued growth projected far into the future.

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